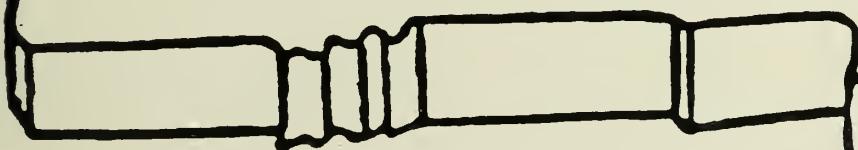


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THE MASSACHUSETTS
TRAINING AND EMPLOYMENT
SYSTEM



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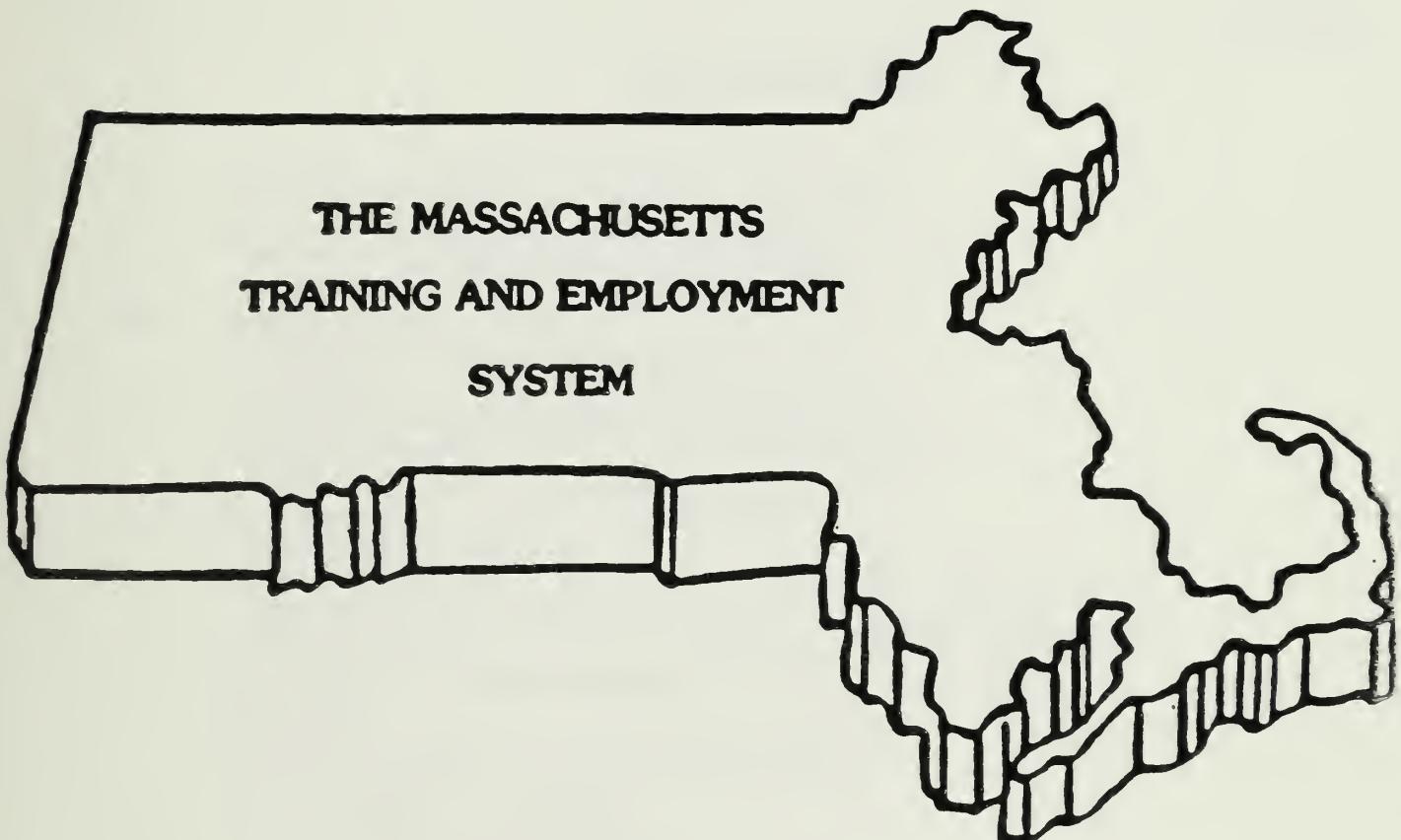
A Report to the Legislature

by the Cabinet-Level
Education & Employment
Coordinating Council

December 1987

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**THE MASSACHUSETTS
TRAINING AND EMPLOYMENT
SYSTEM**



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The House Committee on Ways and Means
The Senate Committee on Ways and Means

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Alden Raine
Governor's Economic Development Advisor
Harold Raynolds
Commissioner of Education
Robert Schwartz, Co-Chair
Governor's Education Advisor

DATE: December 18, 1987

We are delighted to transmit to you this comprehensive report on the Massachusetts Training and Employment System. It addresses the eight issues identified in Section 112 of the FY State Budget enacted in July 1987, and includes our recommendations on ways in which the system can be improved to serve the citizens of the Commonwealth even better. We look forward to working with you to refine these recommendations, where appropriate, for legislative enactment.

/evl

Enclosure

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THE MASSACHUSETTS TRAINING AND EMPLOYMENT SYSTEM

A Report To The Legislature and Recommendations From The Cabinet-Level Education And Employment Coordinating Council

I. Introduction and Executive Summary

In June 1987, as part of the state's FY 88 Budget, the Massachusetts State Legislature directed a group of cabinet secretaries and other senior state officials to develop a comprehensive report on the state's job training and placement system. This report was to address eight issues. These ranged from proposals for coordination and simplification, to strategies for inducing private sector collaboration and encouraging federal government flexibility. The membership of the group--called the Cabinet-Level Education and Employment Coordinating Council, or CLEECC--consisted of the Secretaries of Economic Affairs, Labor, Human Services, and Communities and Development, the Commissioner of Education, the Chancellor of the Board of Regents and the Governor's senior policy advisors for Education, Economic Development and Human Resources. For the past six months, they and their staffs have worked to respond to the questions posed by the Legislature.

This Report is drawn both from this process and also from extensive prior deliberations. These include the Commonwealth Employment Forum report in 1985, a statewide series of hearings by the Joint Legislative Committee on Commerce and Labor in 1986, and discussion and consideration of H. 5755, the Employment and Training bill considered by the Legislative Commerce and Labor Committee in June 1987.

Eight issues were identified by the Legislature for consideration in this report. Additional key issues identified by the CLEECC include:

- the composition and scope of authority of the state policy body,
- the state-local relationship and scope of local authority, and
- administrative streamlining, and grant applications and management.

After extensive deliberations, one important CLEECC conclusion is that the Commonwealth's system of training and employment-related education includes many truly excellent programs. Over the years, Congress and our State Legislature have created approximately 40 separate programs, each designed to address important public needs. Most of these work extremely well; indeed, many are cited as national models.

A second major CLEECC conclusion, however, is that increasing international competition and the changing nature of our economy and workplaces require us to look beyond what we have now to identify ways in which we can make these excellent individual programs collectively even more effective.



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The CLEECC concludes, third, that one way in which this can be achieved, with the commitment of relatively modest resources, is to improve the coordination and cooperation among the many individual programs. One important goal is to craft a more coherent, complementary system out of the large number of its diverse individual elements.

The first six months of meetings of this Cabinet-level Coordinating Council have been an important and valuable first step in this collaborative process. For the first time, state policy-makers in education, economics, human resources and labor have come together for a sustained, comprehensive assessment of how our various programs complement each other and how individual program resources can be coordinated and marshalled cooperatively to serve Massachusetts residents even more effectively. The questions posed by the Legislature, and CLEECC deliberations to produce thoughtful responses to those questions, have been an invaluable stimulus to this process.

The CLEECC has also formulated the specific proposals set forth below. In doing so, however, it also adopts an important caveat. Coordination of the current dollars invested in training and employment-related education programs can produce only so much improvement. While the cumulative total of dollars involved in the many diverse programs which combine to constitute our training and employment-related education system are significant, only a limited portion is discretionary in the sense that it can be reallocated readily. Many current resources, as for example federal JTPA dollars, are strictly circumscribed by federal requirements. Others are necessary to sustain the physical operation of a number of state and local offices and campuses. Modest additional resources, we conclude, are necessary to finetune our system to meet the challenges of the 1990s and beyond.

Based on these conclusions, the CLEECC has formulated a proposal for strengthening the Commonwealth's training, placement, and employment-related education system. Its primary elements are:

- °a new state policy body to bring training, employment-related education, and human services policy and programs into a coherent, complementary system;
- °an expanded full-service jobs agency at the state level to facilitate policy coordination and management of current assessment, training and placement activities;
- °expanded Regional Employment Boards, built upon the existing PICs, to act as local labor market boards and coordinate training, community college, and vocational education offerings; and
- °proposals for pilot programs to test ways to streamline access to the system by both employer and employee clients.

A summary of how and where this report addresses each of the eight issues identified by the Legislature is set forth below.

1. A Permanent Body for Policy Coordination. Section IV of this report proposes the creation of the MASSJOBS Council (MJC), a permanent state-level policy-making and coordination body composed of too state officials, and leadership representatives from the business, labor, legislative, education, training, client group and local oolitical communities. Programs and services within the scope of MASSJOBS Council concern include the entire range of training, employment-related education, and placement programs in the Commonwealth. By creating a "seamless" continuum of programs and services for both employers and potential and current employees, the Commonwealth's training and employment system will seek to enable all citizens to be productive and maximize their economic self-sufficiency. It will provide employers the workforce they need to compete effectively in a changing world economy. And it will help shape a Massachusetts economy that reflects the unique assets and needs of our state and each of her regions.
2. A Data System for Producing Useful Management Information. Section VIII of this report discusses the vital imoortance of training and education system data collection and analysis. It also suggests ways to improve our system's current ability to provide useful, up-to-date management information. A number of recommendations are made to begin to improve the state's capacity in this regard.
3. Simplified Access to State and Local Programs for Employers and Employees. Section VII analyzes the current system which exists for all clients and customers in the system. It identifies the Executive Office of Economic Affairs in its new consolidated Massjobs agency and to a lesser extent, its new Massachusetts Office of Business Development, as the principal focal point for employers. For current and potential employees, this section recommends strategies for ensuring that, regardless of which local agency door the client enters, once inside, the client will get efficient, oersonal and orofessional help to the best program for him/her. Several pilot projects are recommended as the first step to simplify access for all clients.
4. A Clarification of JTPA System and DES Roles. The new full service Economic Affairs state jobs agency is described in Section V. It will combine the JTPA and other training functions of the Office of Training and Employment Policy with the job placement and unemoloyment security functions of the Division of Employment Security.
5. Coordinated Education and Economic Affairs Training and Placement Activities. This report includes several proposed elements of improved coordination and cooeration between the worlds of education and economic affairs. This begins with joint membership on the MASSJOBS Council and collaboration on statewide vocational education/Wagner-Peyser plans. It also includes enhanced education membership on Regional Emoloyment Boards (REBs) and REB review and recommendations on new community college programs and vocational education offerings.
6. A Permanent Policy Partnership with Employers and Labor Councils. Section IV of this report describes the major role that business and labor leaders will have on the MASSJOBS Council to develoo policy jointly, coordination

requirements and oversight. As described in Section VI, on the local level, business and labor leaders will work together to design and oversee delivery of services. At both levels, the development of the members' capacity to fulfill their responsibilities will be essential.

7. A Strategy for Future Public/Private Financing Partnerships. An important first step in expanded public/private partnerships is the enhanced participation of the private sector in state-level policy-making, as outlined in section IV of this report. Section IX details a number of issues and strategies for public/private coordination. Among other things, we will build on the systems now in place that utilize a private sector contribution to match public funds.
8. A Strategy for Future State Flexibility in the Use of Federal Funds. The strategy outlined in Section X will utilize the Massachusetts Federal/State Relations Office in coordinating with our training and employment agencies to work with the Massachusetts Congressional delegation, other states with similar interests, the National Governors' Association, and other national organizations. This type of concerted strategy has proven successful for Massachusetts in other policy areas.

A statewide inventory has been completed on placement and training programs administered directly or indirectly by state government. Information on each of the individual programs is contained under separate cover as Part II of this report. Summary charts are included in the Appendix at the end of this report.

II. The Massachusetts Economy and Its Future

During the past two decades, the national and Massachusetts economies have undergone fundamental changes in a marketplace that has become increasingly global and competitive. While some changes are independent of global developments, most, especially in manufacturing, ignore the geographic boundaries of individual states. Developing appropriate policy responses requires carefully thought-out, integrated strategies.

The changing industrial and occupational structure of the American and Massachusetts economies has critical implications for education and job training. The shift from manufacturing to services has been occurring for some time. Within manufacturing, the direction has been toward knowledge-based products and processes and, in older and more traditional industries, away from mass production to more high precision, high skill, and flexible production.

From an education and training perspective, the occupational consequences of a changing industrial structure are significant. Professional, technical, managerial and clerical occupations will increase in magnitude and complexity; blue collar jobs, particularly unskilled and semi-skilled operative jobs, will become less numerous. Because of changes in the production process required to succeed in the international marketplace, blue collar jobs will increase in complexity. While the specific numbers associated with industry and occupational projections are subject to debate, there can be no doubt that education and training will matter more, not less, over time.

A. New Jobs--Industry and Occupational Trends. Division of Employment Security (DES) research indicates that total employment in Massachusetts will expand by 450,000 jobs between 1984 and 1995. These projections are a general guide, rather than a precise measure of economic trends and job creation. As physicist Neils Bohr once observed: the art of forecasting is very difficult, especially about the future. Circumstances both within and beyond our control may produce an economic path quite different from these predictions.

Already, in the two year period 1984 to 1986, Massachusetts has generated 129,000 net new jobs (74,000 in 1985 and 55,000 in 1986). This is well above the projected increase of 41,000 jobs annually (even though projections are not straight line trends). Several different ways of breaking down the projected job growth are indicated in the following narrative and in tables 1-6 of the appendix.

The service-producing rather than the goods producing sector will be the dominant source of Massachusetts job growth through 1995. (See Appendix A, Table 1). Slightly more than half the jobs generated will be in service industries (228,000), with business services (87,000), health services (60,500) and social services (21,000) leading the way. Within trade, 115,500 jobs are forecast, with nearly half occurring in eating and drinking places. The finance, insurance and real estate sector (FIRE) is also expected to grow by 29,000 jobs.

Within the goods-producing sector, construction looms as the fastest growing sector, expanding by 28% and generating 27,000 jobs. Assuming such projects as the Central Artery and Fan Pier proceed, this construction estimate appears quite conservative. The situation in manufacturing appears mixed. While 38,400 new jobs are projected, all are expected to be in durables: high technology growth is expected to offset declines in metal machinery and fabricated metals resulting in a net increase of 52,000 jobs. The nondurable goods sector is expected to shrink another 14,000 jobs, with losses concentrated in textiles, food and apparel.

Projections on industries with large absolute changes (see Appendix A, Table 2) reveals that more than half the new jobs created by 1995 will occur in ten industry groups. These are 250,000 jobs distributed through the service (6), manufacturing (3) and trade (1) sectors. Within these industries, eating and drinking places will be the single largest source of new jobs (with 51,750); the remaining industries (except building services) have relatively high-level staffing needs and will require a well-educated and well-trained work force.

The ten fastest growing Massachusetts industries are also dominated by services (See Appendix A, Table 3). Four (computer and data processing services, other business services, services to buildings and offices, computing machinery) are also on the previous list. Health services (4), manufacturing (1), and business services (1) are all expected to grow by at least 50% during the 1984-1995 period. These rapid industry growth rates are likely to create difficulties for firms trying to meet their employment requirements.

Six manufacturing industries are projected to lose more than 10% of their employment base, with textiles losing more than 25%. These are dominated by blue collar operative jobs that traditionally paid well, but required less formal education. As these jobs diminish, workers with less education and training (especially high school dropouts) will have an increasingly difficult time finding employment. Those manufacturers that can successfully compete will do so increasingly by developing specialty market niches, a high degree of product quality, and quick turnaround time--all of which require a more highly-skilled and multi-skilled labor force as well as more competently trained managers.

An analysis of job growth by occupational category indicates that the single largest growth (professional and technical occupations) will account for 159,000 net new jobs, 1 of every 3. These plus managerial jobs (the college labor market) account for nearly half of new employment opportunities. Service occupations (especially food, cleaning, health, and protective services) comprise the second largest and second fastest growth employment category. (See Appendix A, Tables 4 & 5).

Among the 40,000 craft jobs anticipated, most jobs will be for mechanics, repairers and installers, construction trade workers, and assemblers. Operatives and farm workers are projected to register slight job declines, while laborers project negligible job growth. These developments reinforce a central underlying theme: education and training will become increasingly important in generating the income and productive capacity that will sustain and enhance Massachusetts' competitive position in national and international markets.

The fastest growing occupations are dominated by jobs in high technology manufacturing and high tech, health, business and other professional services. (See Appendix A, Table 6). The importance of focusing upon growth rates is that these rapidly expanding occupations are most likely to outstrip available sources of labor supply and experience skill bottlenecks and shortages. Even occupations that do not generate a large number of openings but are growing rapidly (paralegals, occupational and physical therapists, physician and medical assistants) can cause recruitment problems for employers and result in labor market imbalances.

3. Workers For The Jobs--Factors in the Demographic Squeeze. The information indicated above projects trends in industry and occupational demand. From a policy perspective, however, labor supply data--including education and training graduates, hiring requirements, and recruitment issues--must be compared to demand forecasts. This is essential to ensure that labor market imbalances are avoided and that workers' skills, abilities and aptitudes meet employer needs.

With unemployment hovering near 4% for several years, employers have already encountered difficulty in meeting their labor needs. An analysis of demographic trends underscores the potential for more difficulty in reaching the projected 1995 employment level (i.e., the generation of 320,000 net new jobs between 1986 and 1995). Thus, both the public and private sector will have to develop creative and innovative ways to expand the available labor pool. Among the specific factors for this concern are:

1. Population projections compiled by the Massachusetts Institute for Social and Economic Research indicate that between 1985 and 1995 the population 15 years old and over will increase by only 2.2 percent. The number of persons between 15 and 24 years old, the traditional source of new labor supply, will drop by more than 25 percent.
2. Civilian labor force participation rates have always been higher in Massachusetts than in the U.S. as a whole. The Massachusetts rate for 1986 was 67 percent compared to a U.S. rate of 65 percent. The Commonwealth's higher participation rate makes it more difficult to expand labor supply from its current population base.
3. Massachusetts unemployment rates have been the lowest among the large industrial states for the last four years. During 1985 and 1986 unemployment rates averaged under four percent.
4. Recent statistics indicate that the Massachusetts population is rising only slightly as a result of in-migration. This trend does appear, however, to reverse an earlier trend of population loss due to out-migration.

Based on these trends, projections for the 1986 to 1996 period would: (1) add about 65,000 workers through population growth; (2) add nearly 50,000 workers by increasing the labor force participation rate one percentage point; and (3) add about 30,000 workers by reducing the unemployment rate to 3.0 percent. Under this scenario, we would generate less than half of the labor supply needed through 1995 (145,000 of 320,000).

Even an unlikely, optimistic, "best case" scenario fails to avoid a shortfall. If population growth estimates are understated in the scenario projected above, an additional source of labor supply could exist. If, for example, the 15 and over population were to grow by 3.5 percent, instead of the projected 2.2 percent, approximately 35,000 workers would be added to the labor force. Similarly, a strong trend toward in-migration in Massachusetts could rapidly boost population. However, the high cost of living in Massachusetts and an overall growing labor shortage throughout the northeast would lessen the likelihood of significant in-migration. Also, most job migration across state lines occurs in the professional, managerial and technical fields. An increase of an additional percentage point in labor force participation rates could add another 50,000 workers. With female and teenage rates in Massachusetts already well above the national average, however, the upside potential is minimal. Other potential sources of labor include more dual job holding, more out-of-state residents holding Massachusetts jobs, re-entry of older workers, and foreign immigrants.

C. Developing the Workforce--Strategies to Fill the Gaps. Where can we generate additional labor to fuel the Massachusetts economy? One extremely important potential source of labor is our economically disadvantaged population. DES currently estimates that approximately 60% of our state's poverty population is not currently counted as being in the labor force. These individuals face multiple barriers to labor force participation, including child care and family responsibilities and, to a lesser extent, transportation. Strategies designed to help our disadvantaged overcome these barriers, in conjunction with proper education and training efforts, can help relieve concerns about an inadequate labor supply; at the same time, they would create greater opportunities for all our citizens. Importantly, the current labor market environment is an ideal time for incorporating the disadvantaged into the economic mainstream.

In order to sustain and enhance our competitive posture in an economy that is increasingly global and technically sophisticated, the Commonwealth's training and employment-related education systems must succeed in three distinct but related areas. First, the system must produce graduates who are literate, who demonstrate critical thinking skills, and who possess basic functional competencies. Second, it must provide the necessary vocational and job related skills that are consistent with Massachusetts future industry and occupational growth paths. Third, the private sector, in conjunction with the training and employment-related education system, must ensure that upgrading and updating the existing workforce's skills becomes an ongoing process, particularly as it relates to assimilating technological advances into the basic production process.

Assessing the amount of competition jobs seekers are likely to find pursuing a specific occupation is difficult. For occupations with lengthy educational requirements, some estimates on supply (i.e., the number of new college graduates) can be made. For many occupations, however, training requirements are much shorter and entry is possible through a number of routes including internal promotion, previous work experience, and occupational and geographic mobility.

For those in elementary and secondary schools, the development of verbal, critical thinking and math skills and competencies will be fundamental if individuals are to compete successfully in the labor market. Perhaps most important is developing a set of responses aimed at preventing individuals from dropping out of high school. An economy evolving towards competitive and sophisticated markets will make high school dropouts the labor market losers of the future. Furthermore, a highly competent work force that can adapt to change will be fundamental to our future global competitiveness and prosperity. The Massachusetts and American economies cannot afford the luxury of squandering the potential productivity of young people who do not finish high school.

Illiteracy has a crippling effect on our economic competitiveness--and is a human tragedy as well. Nationally, 13% of our labor force is defined as functionally illiterate (inability to read and write at the fifth grade level). Compare this to the Japanese rate of 0.5 percent, and the magnitude of the challenge becomes apparent. In the past, individuals could acquire skills that were firm- and job-specific, but required little formal education. As the array of tasks associated with most jobs increases in scope and complexity, greater worker flexibility will be essential and basic literacy a must.

D. Our Current Capacity to Assess the Supply of Trained Workers. Fundamental to our ability to respond appropriately to the emerging needs of workers and employers is an ability to assess the capacity and effectiveness of our current education and employment training system. A comprehensive, integrated data collection and analysis system is an essential ingredient that is required. It is very difficult at this time to produce prompt answers to such questions as: how many technicians are trained each year throughout the state by the community colleges, vocational education programs, and other training programs combined? How many machine tool operators are trained in Western Massachusetts each year? How many high school dropouts are enrolled throughout our education and training system? Or, what is the functional educational level of people coming to our system for training?

At the root of this problem is the lack of a systematic and centralized mechanism for reporting education and training results. The absence of such a mechanism makes it nearly impossible to attach any kind of occupational specificity to our educational and training system's current and potential capacity. In part, the problem is associated with diverse reporting requirements, including the use of different occupational classification systems. At a minimum, efforts must be made to reconcile conflicting reporting requirements and obtain a list of training programs offered by occupation and termination status from the JTPA, vocational education, community college, higher education, apprenticeship and proprietary school systems in order to obtain a crude measure of our current capacity. (Section VIII of this report details specific recommendations for uniform data collection systems.)

A second problem associated with examining educational results is determining effectiveness. Evaluation of selected activities and programs (vocational education, JTPA, Title III) are on-going and can be helpful in improving the

quality of specific programs and services. More recently, tests administered to third, seventh and eleventh grade students have attempted to measure basic academic achievement throughout the Commonwealth's public schools. While each of these steps is a necessary ingredient in determining the effectiveness of our education and training system, they must be integrated into a more comprehensive review process.

E. Future Needs. Historically, the Commonwealth's education, training, and employment system has been one of its most valued resources and a principal source of our competitive advantage. Future responses to anticipated changes in technology and an evolutionary global economy will require a more proactive approach toward making the right investments in education and training. Making the correct decisions, however, will be problematic until we determine the current utilization (or underutilization) of our present system.

A final factor to be noted is that education and training must be viewed as an on-going, rather than a finite, process. Upgrading and updating of those already employed will require greater emphasis, if we are to respond effectively to changes in the production process and marketplace. The ability to enhance the skills of our workforce, and match them with those needed by the private sector, will be a key to the Commonwealth's future well-being.

III. Goal, Mission and Principles

Global competition, rapid growth of our service and information based industries, and changing demographic trends in the Massachusetts labor force pose new--and severe--challenges to our State. They also provide opportunities. To capitalize on these opportunities requires State policy-makers to give high priority to ensuring that our training, employment-related education, and job placement programs are flexible and responsive to changing economic and social conditions.

The Massachusetts State Board of Education has declared that "the purpose of public education is the pursuit of knowledge and the preparation of individuals for responsible citizenship" and that "public education is our primary vehicle for promoting intellectual and social development." This report acknowledges the full scope of public education's responsibility. Its particular focus, however, is on that part of that mission which relates most directly to preparation for employment and participation in the economy. Within this narrower focus, our goal must be to provide citizens the opportunity to obtain and maintain economic independence and self-sufficiency, and at the same time meet the labor supply needs of a rapidly changing economy.

Massachusetts state policy-makers face the responsibility of ensuring that every resident of the Commonwealth, regardless of socio-economic status, is given the opportunity and encouragement to seek and maintain lifelong economic independence. This requires Commonwealth training and employment-related education programs to serve the varying needs of different individuals throughout each person's life. The state must fashion a training and employment-related education system that provides a continuum of services accessible to every resident at any point in an individual's career. This can only be accomplished by forging a successful partnership between government, business and labor, where we agree on common goals and develop strategies jointly to achieve these goals.

As a result of our deliberations, the CLECC formulated a statement of purpose--the mission or goal that our state training, employment-related education, and placement system should seek to achieve--and the general principles which the system should embody.

Mission. Simply stated, the mission of the Commonwealth's training and employment-related education system is to:

- enable all Massachusetts residents to be responsible and productive citizens and maximize their economic self-sufficiency;
- provide Massachusetts employers with the workforce they need to compete and to be effective in a changing world economy;
- help shape a Massachusetts economy that reflects the unique needs and assets of our state and each of her regions.

Principles. General system principles that shall guide the operation of the Massachusetts training and employment-related education system include the following:

1. The system must be open to all citizens who face employment barriers, regardless of their income or employment status. It must be flexible and responsive to changing conditions, and it must be easily accessible to all.
2. Employers and clients must be full partners in all phases of program design and implementation.
3. Training and employment programs must be key components of economic policy.
4. Policy development, coordination, and oversight should take place at the state level.
5. Service design and delivery should take place at the local level.
6. Public and matching private financial support is necessary.

Within this broad framework, ten specific goals of our training and employment-related education system were identified. They are to:

- ensure that all individuals, regardless of socio-economic status, have the opportunity to acquire and maintain the basic education and language skills, including English as a Second Language, necessary to compete in today's economy;
- eradicate illiteracy;
- ensure that appropriate resources are focused on individuals who face multiple barriers to employment and who need the most assistance to enter the labor market or gain meaningful employment;
- ensure the provision of job upgrading and multiple skills training for those already in the workforce in order to reduce dislocation and improve the quality of work life;
- promote a broad spectrum of occupational skills training programs that reflect local labor market needs;
- provide full information and easy access for clients and employers to all publicly-funded education and training services;
- ensure that basic support services, such as counseling, day care and transportation, are available to individuals who need them;
- provide a continuum of public and private education and training programs;
- ensure that programs and services are locally responsive to diverse regional economic and social problems; and
- ensure that a wide array of labor market services are provided to local businesses to help them meet the demand for well trained workers.

Accomplishing this ambitious agenda will require more coordination, cooperation and joint policy-making than ever before. We propose a new policy-making framework, built on the many excellent elements of our current programs, to meet the challenges of the next decade.

IV. State Level Policy Coordination -- The MASSJOBS Council (MJC)

Increased inter-program coordination within the Commonwealth's employment-related education, training, and placement system is a top administration priority. This emphasis is reflected in several important training efforts initiated recently. New education and training programs such as Commonwealth Futures, Workplace Education and the Commonwealth Literacy Campaign are all based on interagency collaboration, inter-program resource sharing, and streamlined local grant planning/program management.

Additionally, the formation of the Cabinet Level Education and Employment Coordinating Council constitutes an important step toward institutionalizing and regularizing high-level coordination of the state's training and employment-related education system. The CLEECC has brought together state government's top education, employment and training officials and their senior staff in a structured, issue-oriented agenda, and has become an important problem-solving forum for system-wide employment and training issues. Accordingly, the CLEECC will continue to meet regularly as an informal, but ongoing, working group, after the submission of this report.

However, while the CLEECC serves as an excellent forum for raising and resolving employment and training issues on the programmatic and administrative level, it does not fully satisfy the need for a permanent coordinating body that functions on the policy plane. Comprehensive state policy-making and high level, statewide coordination (and the federal JTPA statute) all require the creation of a state-level policy coordination body. Two groups must participate in these deliberations: top state officials responsible for the operation of state programs, and leadership representatives from key employment constituencies.

A system capable of meeting the economic challenges of the coming decade requires the best thinking and full participation of not only senior state administrators, but also business and labor leaders who know the economic system best, state legislative and local political leaders, educators, and representatives of local agencies, community organizations, other service deliverers, and client groups. For these groups to have a meaningful role in shaping policy, they must have an institutionalized voice in the formulation of important decisions, but be shielded from the minutiae of programmatic and administrative detail.

To achieve this objective, we propose that the Commonwealth create a new high-level policy body to be called the MASSJOBS Council (MJC).

The recommended composition and functions of this Council would be as follows:

- o The MJC would consist of no less than 12, and no greater than 18 members, drawn equally from the state government administration, and from other sectors. Six senior state officials would be members of the Council: the Secretaries of Economic Affairs, Labor, Human Services, and Communities and Development, the Commissioner of Education and the Chancellor of the Board of Regents. The Governor

could also appoint up to three other state officials, such as other cabinet members, or policy advisors for education, economic development, or human resources.

The non-Administration members, ranging in number from six to nine, depending on the size of the Council, would also be appointed by the Governor, and would include CEO or other top leadership from the business, labor, education, service provider, client group, and local elected communities. Finally, and importantly, the membership would include the Senate President and the Speaker of the House, or their Legislator designees.

The MJC would be co-chaired by the Secretary of Economic Affairs and a private sector representative designated by the Governor. It would have a small staff to implement its activities. It would submit an annual report to both the Governor and the Legislature. The council would determine its own organizational structure and timing of meetings but would be expected to meet at least quarterly. It could set up an executive committee or ad hoc task force structure which could utilize non-members as well.

- We recommend that the MJC have a broad portfolio of responsibilities, including functioning as an advocate for workforce issues and a forum for expressing Regional Employment Board concerns; providing early advice on system practices; assessing the overall performance of the state's training, employment-related education, and placement system; and providing continuity across administrations. Fundamentally, the MJC would act as chief architect of the Massachusetts training and employment system's overall policy framework and would serve as the principal designer of the system's strategic plan.
- In order for the MJC to carry out this broad mandate, we propose that the following programs be included within its scope of concern:
 - adult basic education, including English as a Second Language
 - JTPA- sponsored training and employment-related education programs
 - Wagner-Peyser employment programs
 - employment-related secondary education programs, including school-to-work transition programs for youth
 - state-sponsored technical skills training programs
 - employment-related community college programs
 - vocational education programs
 - certification of apprenticeship training programs
 - other programs serving youth

- all training, employment-related education, and placement programs for targeted groups, such as welfare recipients, dislocated workers, the handicapped, and linguistic and other minorities, including, for example, the Industrial Services Program, Bay State Skills Corporation, COERS, the Minority Employment Initiative Program, and others.

In exercising its policy-making role with regard to these programs, the MJC would not assume responsibility for day-to-day operations or administration. Rather, individual agencies and secretariats would continue to exercise authority over allocation of resources, service delivery structure, monitoring and supervision of program operations, and decisions relating to on-going management.

We believe that maintaining agency discretion in these matters is essential to ensuring that agencies remain accountable for program results. Each agency and secretariat will therefore retain primary administrative authority for its own programs, and ultimate responsibility for developing, delivering, and monitoring the services available to its clientele.

- o The most important of the MJC's specific responsibilities would be to integrate, on a policy level, the entire range of the Commonwealth's training, employment-related education, and placement programs into a single "seamless" continuum of programs and services for both employers and residents. We propose, accordingly, that the Council develop a long-term training and employment strategic plan which would include recommendations addressing the following issues:
 - encouragement of common or joint programming strategies to be developed among agencies;
 - articulation of overall competency goals for the training and employment-related education system;
 - development of strategies for addressing changing employer needs;
 - analysis of the training and employment-related education system's available fiscal resources and future needs; and
 - fostering a continuum of training and employment-related education services to ensure easy entry and re-entry, and promote lifelong learning and training.
- o In addition, we recommend that the MJC be granted responsibility for performing a variety of important on-going policy functions, including:
 - recommending broad, system-wide performance goals;
 - proposing ways to encourage streamlining of current systems and programs to create a more efficient, effective delivery system;
 - communicating policies and information throughout the system;

- proposing the standardization and coordination of program planning and funding processes, where appropriate;
- recommending structural and/or procedural changes that require administration and/or legislative action;
- reviewing industrial and occupational trends to prepare residents for the jobs of tomorrow;
- recommending targeting resources to specific areas of distress or to populations that face multiple barriers to employment;
- encouraging productivity in the training and employment-related education system; and
- reconciling individual agency training and employment-related education goals and developing priorities among them.

- o The MJC would exercise additional powers stemming from its role as the body within which the State Job Training Coordinating Council (SJTCC) would be located. Acting through a subcommittee established to meet federal SJTCC membership requirements, the MJC would establish criteria for coordinating JTPA-funded activities with related state and local training and education programs and services, as specified in JTPA Section 121 (b)(1). The state Youth Coordinating Council would also report to the MJC.

Additionally, the MJC would have responsibility for approving both the annual statements of goals and objectives for JTPA and Wagner-Peyser job training and placement programs and the two-year JTPA Governor's Coordination and Special Services Plan describing the use of all resources provided to the state and its service delivery areas.

- o Finally, we recommend that the MJC assume a special responsibility for improving coordination between training and vocational education programs. This will occur through participation in the development and formulation of the State Vocational Education Plan.

Initially, MJC staff would participate in the work of the Vocational Education Interagency Coordinating Committee, which identifies vocational education policy issues for State Board consideration and reviews the preliminary draft State Plan. MJC staff would also participate in the public comment period on the Revised State Plan. The Final Revised State Plan would then be submitted to the full MJC for consideration and recommendations before being submitted to the State Board of Education for its final approval and submission to federal authorities. This multi-stage review and participation in vocational education planning would greatly enhance the coordination and rationalization between the training and vocational education systems.

V. A Full-Service EOEA State Jobs Agency
and "Lead Agency" Designations for Priority Policy Implementation.

Two major agencies in the Economic Affairs secretariat have constituted mostly complementary components of the state's training and job placement system. The Office of Training and Employment Policy and the JTPA system provide comprehensive training services primarily to the economically disadvantaged (and work to find job placements for program graduates). The Division of Employment Security, in addition to providing unemployment support payments, provides job placement counseling and services to the general population and seeks to fill job openings referred to it by employers. Generally, one does training, the other placement; one serves the disadvantaged, the other the general population.

Both of these operations perform extremely well; indeed, each is frequently cited as a national model in its field. Each interacts with, and often provides direct services for, other components of the state's training and job placement system. Both, for example, contract with the Welfare Department to provide services for public assistance recipients. In varying degrees, both provide services to displaced workers through the Industrial Services Program. Each assists refugees. Assistance for public housing residents, through the Executive Office of Communities and Development is tied in, as are services for countless other groups.

After examining ways to streamline services for client populations, the Administration has decided to create a unified, umbrella EOEA agency to deliver a broader spectrum of employment-related services. Within this framework, the lead state "jobs" agency would provide training, unemployment benefits, and placement services to the population at large. It would combine the current responsibilities of DES and OTEP in a single state administrative entity in a manner similar to that currently done in more than a dozen other states. The new Massjobs agency will seek to place all clients in jobs. It would be the primary state contact for employers seeking workers, and it would develop both its training programs and placement activities based on the actual job needs of the state's employers.

In addition to this EOEA administrative streamlining, intersecretariat streamlining and close coordination of the delivery of state services is an administration priority. To achieve this priority, lead agency responsibility will be assigned to one of the MASSJOBS Council's administration members for the coordination and implementation of each priority MJC policy objective. The lead agency will then coordinate the work of the various agencies involved in carrying out the initiative. It will keep the MJC informed of progress being made by each of the involved agencies toward the achievement of the objective, and it will be the designated source of information and reporting to provide a comprehensive response to inquiries from the Legislature, the Governor, and others.

VI. Regional Employment Boards (REBs)
With Expanded Coordinative Responsibility Over
Training, Education, and Placement Activities in the Current SDAs

The fifteen regional Private Industry Councils (PICs) established in Massachusetts under the Job Training Partnership Act presently play a key role in coordinating and providing policy oversight for a number of state training and employment programs. Currently, PICs are charged with responsibility for approving local Service Delivery Area (SDA) plans not only for JTPA programs, but also Wagner-Peyser activities, services to dislocated workers through the ISP, ET Choices programs offered by both the Division of Employment Security and the Service Delivery Area agencies, Refugee Employment programs, and the Commonwealth Futures program for at-risk youth.

In addition to the responsibilities carried out by all 15 PICs statewide, individual PICs have expanded their focus to include oversight of a number of state, federal, and privately funded discretionary grants. Altogether, well over \$200 million in training and employment services have been delivered under the auspices of these councils over the past four years.

Building upon the important functions that PICs already perform, we propose that the Commonwealth recognize PICs in state law, and grant them authority to act as the primary local policy board for the state's training and employment system.

In line with this proposal, we recommend the following specific items:

- Private Industry Councils should be established in state law, under the new name of Regional Employment Boards (REBs). Because membership of these boards would continue to meet existing federal JTPA statutory requirements, representatives from the business community would continue to hold a majority of seats on the boards, and would serve as REB chairs. Labor would have at least two members on each REB, as would educational agencies, including community colleges and vocational schools. Community-based organizations and all currently-required constituencies would also be represented on each, and public housing authority participation would be encouraged.

In addition, each REB would have a standing committee on work force issues, chaired by a REB labor member. This standing committee would include broader workforce representation, including individuals who do not sit on the REB itself. This model, which has worked well with the current Private Industry Councils in several SDAs operating dislocated worker projects, appears to be the best way to expand access to board decision-making in a focused and meaningful way, without increasing the REBs to unmanageable proportions.

- The Regional Employment Boards would continue to exercise their current powers for review and approval over all state and federal grants currently within their (PIC) authority. In addition, the

boards would be given the authority to review and provide recommendations on other federal, state, and locally funded training, employment-related education, and placement activities proposed for operation within each REB's geographic area. In this context, REBs would be authorized to review proposals for program funding prior to the start of a program. They would provide the proposed local provider and the state funding or oversight agency recommendations concerning whether the proposed program ought to be provided, or whether certain aspects should be modified. To ensure that these reviews are timely and objective, state funding agencies would develop administrative guidelines establishing timeliness and would identify prime areas for REB proposal review.

This review and recommendation process, while not binding funding sources to REB decisions, will achieve a much greater degree of integration and coordination of training and employment services and strategies at the local level. With particular regard to vocational education and community college employment-related education programs, we anticipate that much closer mutual collaboration will develop between the Regional Employment Boards and appropriate local educators and their boards. We recommend accordingly that the REBs be required to provide local education program planners with current local labor market data for use in developing course and program offerings. We anticipate that local vocational and community college program planning will, as appropriate, include board representation at an early stage in the process.

- o New state resources should be obtained and invested in REB support activities, including staff support. Enhanced training and technical assistance will enable Regional Employment Boards to fulfill their changing mission.

As REBs evolve to meet their new responsibilities, they would increasingly become policy-making and coordination oriented, leaving on-going administrative activities to appropriate state and local program deliverers. For the boards to carry out an expanded policy setting role, however, they must be well trained and oriented to their increased responsibilities. New funding will be necessary to support this technical assistance on a meaningful scale.

Additionally, as the REBs expand their focus to include programs and issues outside of the traditional PIC overview, the workload and complexity of their activities will increase. It is critically important that they be adequately staffed to perform these functions. We recommend therefore that boards be encouraged, where feasible, to acquire independent staff.

Finally, given the general absence of existing local resources that could be directed to supporting REB staff, and the unlikelihood of raising such funds through local revenues, we recommend that the state provide financial support to local boards in order to carry out their responsibilities.

VII. Client Access To Training and Employees--- Perceptions, Improvements, and a Pilot Proposal

Our state's training and placement system serves two client groups: employers, and current and prospective employees. An effective system must serve both well. Yet, because the needs of employers often differ from those of employees and potential employees, no single strategy can induce and enable all people to participate in Massachusetts programs. Rather, a mix of strategies must be pursued, which are responsive to employer needs for a streamlined job placement system and simultaneously provide a wide net capable of reaching the many diverse individuals in need of services.

Through the years, both federal and state governments have created effective programs to enhance various aspects of the training and employment-related education system. These programs have targeted both specific training programs (ABE, ESL, vocational education, PIC/SDAs, for example) and specific client groups (economically disadvantaged, welfare recipients, public housing residents, refugees, displaced workers, ex-offenders, handicapped, dropouts, pregnant and parenting teens, to name a few.) Most of these programs are serving their intended purposes well. The cumulative total of efficient individual programs, however, has produced an undeniable mixture of approaches, of numerous agencies and services, which can be confusing to individuals and employers.

The issue that this multiplicity of agencies and services creates for employer and employee clients has often been misunderstood or miscast as a problem of "too many doors." In fact, many doors draw many in. Many doors can be nearby, accessible, familiar, inviting.

The actual problem may be termed the "wrong door syndrome": an individual or employer contacts a nearby, familiar, seemingly-appropriate agency, but is referred elsewhere, and elsewhere, and elsewhere until confusion/frustration/fatigue leads to giving up. The solution to this "wrong door" syndrome is not to close or eliminate doors. Rather, it is to coordinate the system behind the doors so that an entrant, once inside any door, gets efficient, personal, professional steering to the best door for her/him. Given all this, the system needs to identify the multiple access points and remove obstacles to participants.

A. Multiple Access Points and Individual Worker Perceptions. The local training and employment system is currently comprised of several major service providers and a limited number of smaller programs. While services need to be better coordinated, directed, and focused through a streamlined state administrative system in conjunction with Regional Employment Boards, an array of access points remains necessary to serve disparate client needs. Primary local service providers and their client groups are outlined below:

| <u>Primary Service Providers</u> | <u>Primary Focus</u> |
|--|---|
| 1. Service Delivery Areas | Training Career Counseling Disadvantaged Adults and Youths |
| 2. Division of Employment Security | Placement Adults & Youth |
| 3. Community Colleges | Career Education Career Counseling Adults & Youths |
| 4. Vocational Technical Schools | Technical Education Youth |
| 5. Vocational Rehabilitation | Youth & Adults |
| 6. Mental Health & Retardation | Youth & Adults |
| 7. Community Based Organizations (CBO's) | Youth & Adults |

B. Removing Obstacles For Individuals--A Pilot Prooosal. The solution to the "wrong door" syndrome lies in several changes to the local delivery systems:

- current, readily accessible information networks operated by trained professionals must be available at each door to create a multi-door/multi-service system.
- joint training of the staffs of all training and employment-related education agencies must occur to create a common, unified focus on helping the client get service through every door.
- local agencies must be provided with concrete incentives to cross-refer clients, so that the focus of local activities will extend beyond meeting quotas to meeting client needs.
- co-location of service delivery intake sites, where appropriate, needs to be pursued.

If real improvements are made in these areas, a client will be able to walk into a local SDA office (for example) and get full information about what programs are available, even if the individual fails to meet the SDA's eligibility requirements. The client would receive both specific information and a direct referral to the program or service most appropriate to his/her needs.

A focus on cross referrals will be a genuine change in the system, which is currently driven by enrollment and placement quotas as well as territorial competition for clients. In order to develop an effective cross referral system, several pilot programs should be undertaken in FY'88. The pilots should assist agencies to refer unskilled clients and/or illiterate clients to the appropriate training and employment-related education agencies, because a referral to another program is not currently counted as positive a result as an actual job placement. An E.T. cross referral program could be an appropriate pilot project to consider.

This multi-door/multi-service scheme, when implemented through a set of primary service providers, could reduce some of the confusion which may occur. When combined with state-level streamlining, coordinating, focused state policy making, and expanded Regional Employment Boards, a multi-door/multi-service system would rationalize access and client services. It could also insure that people who need help would get it more quickly and with fewer bureaucratic referrals.

C. Employer Access: The Market Squeeze and A Complicated System. Today, two factors direct Massachusetts employers increasingly toward the state's training and employment-related education system. The first is the need to remain competitive by upgrading technologies, developing new products, and automating procedures. In many such instances, new worker skills are required, while in others, employers need workers with a higher level of education and occupational skill than were necessary in the past.

The second factor is the general difficulty employers face in finding sufficiently skilled workers in a tight labor market. As the labor market has tightened, simple labor exchange matches have become more difficult. This places greater pressure on the public sector to supplement private sector placement and training efforts and to facilitate the labor exchange process. This problem is compounded by the fact that a portion of the available potential workforce faces serious barriers to employment, including illiteracy, low basic skill and education levels, and limited English speaking ability.

While the current system reflects a rich history of new initiatives and approaches, its evolutionary growth has produced the current appearance of a patchwork system, which would benefit from streamlining and revamping. Unless one is familiar with the system, it can appear as an imposing array of agency names and telephone numbers, and raise the question of whether a sound, coordinated public policy exists.

D. Streamlining Employer Access. To create a training and employment system which will respond quickly and effectively to private sector placement, training and labor market information needs will require that we streamline and clarify employer access points. As with other client populations, it is also necessary to determine how components of the system will interact to improve the system's responsiveness to employers. Although the intricacies of coordination and implementation need to be developed, it is clear that this will be a locally-driven delivery system.

From a state-level perspective, the initial access point for employers would be the new Massachusetts Office of Business Development (MOBD). The MOBD is the result of a recent reorganization within the Executive Office of Economic Affairs. It will utilize account representatives to respond to employer requests and guide them to appropriate local and agency services. This employer access point would provide a broad array of information, primarily for employers unfamiliar with state government, on state financial services, training and job placement programs, as well as business development and investment programs. For employment-related requests, the referral would be to the appropriate office of the umbrella Massjobs agency, or DES.

The second level of the system for employers would be the Regional Employment Boards, organized regionally to guide program planning and implementation according to regional needs. These boards would serve as information exchanges, provide insight for local planning, supplement information sources with knowledge of local employer needs, and assist in marketing services to local employers. REBs can also enhance access by serving as a forum to link employers with local service providers. This forum can be especially useful when employers have clearly defined or highly specialized placement or training needs.

Finally, within careful parameters, local providers should continue to do job placement. The present range of local providers would continue, as the third level of the structure, with the local office of the new full-service state jobs agency serving as the agency which coordinates job placement activity. Actual placement transactions would occur exclusively at the local level. Placement transactions would continue to be done by DES local offices, JTPA programs, community colleges, vocational schools, and certain human service providers which offer special placement programs.

In its role as coordinator of placement activity, the new state MASSJOBS agency would help local providers avoid duplicative efforts, maintain up-to-date information on what people are receiving services and completing training, and supply local providers with job placement and job development information. The specifics of how to coordinate placement activities will be determined locally; at a minimum, it will include an integrated labor market information and placement system as described below.

E. Labor Market Information. To coordinate placement activity effectively, an integrated labor market information and placement data system must be established and made operational. This would improve the system's response to employee needs because of the multitude of information access points. This system would encompass data designed to facilitate planning and program design (industry and occupational data and labor force trends) as well as information tailored toward placement efforts (job opening, employer address listings, and program completion information). A regional labor market information system that emphasizes job development and placement must create a capacity to monitor and track the employment and hiring needs of key local employers.

At the state level, this information would be accessible to MOBO account executives and other appropriate agencies associated with training, employment, and education. At the local level, the network must be tied in closely with the Regional Employment Boards as well as local service providers. In this manner, information about labor market conditions, available job seekers, and specific employer needs can be directed to appropriate planning, job development, and placement staff among local service providers. This system should result in successful, streamlined services and transactions for employers.

F. The Lack of "Shared Credit". One stumbling block which tends to discourage the development of a cooperative and coordinated approach to servicing employers and potential employees is the lack of a shared credit system, particularly related to "credit" for placements. As long as performance evaluation and payment for services center around credit for individual job placements, a disincentive exists for service providers to share information about other programs and clients. The current competitive approach can sometimes result in delayed or inefficient service to employers. Modification of this approach is critical if we are to establish a job training and placement system that matches the needs of employers and potential employees in a quick, efficient manner.

RECOMMENDATIONS

The CLEECC recommends:

- That funding be provided to create an integrated labor market placement and information system in two SDA's.
- That local task forces be established in two pilot Service Delivery Area's (SDA's) to develop an implementation plan for operationalizing a coordinated local job placement and training system.
- That a resolution to the problem of shared credit be developed by state officials and piloted in a project which includes at least two service providers.

VIII. Uniform Data Collection Needs and Systems

The task of developing a coordinated data system which produces useful management information has taken two tracks: an examination of data elements currently collected and reported by education, training and placement agencies, and the collection of information in order to complete an inventory of current programs.

The major focus of CLECC efforts so far has been on the identification of occupational-specific results to determine whether the current training and education system is synchronized with present and future employment growth.

Major similarities and dissimilarities exist among the four reporting systems. The vocational education and higher education systems are quite similar, while the JTPA and the ISP systems are more closely correlated. The educational data systems provide much more program detail, while the JTPA and the ISP systems are much more oriented to participant characteristics and delineate different services and activities. All of the systems except higher education have detailed placement information and also conduct post termination client follow up. With regard to time frames, the education data lags the JTPA and ISP by one complete program (academic) year.

A major technical problem that needs to be addressed is comparing supply or program data with occupational demand information. The educational data systems classify programs under the Classroom Instructional Program (CIP) and U.S. Office of Education (SOC) codes. Current DES information on job demand is based on the Occupational Employment Statistics (OES) system, though eventually occupational projections will become SOC based. Thus, supply and demand data need to be cross walked, a task that is both technical and tedious. The National Occupational Information Coordinating Committee (NOICC) has been contacted, and has offered technical assistance and support in making these comparisons. Some determinations will need to be made at the outset, however, regarding how disaggregated the analysis should be.

The following steps need to occur during the next several months in order to complete an inventory of training and employment-related education program results. These steps should be done coincidentally rather than sequentially.

- 1) A determination by the Massachusetts Occupational Information Coordinating Committee (MOICC) regarding the basic data elements in an occupational information system. In relation to data elements, a decision must be made as to whether higher education data should be incorporated into this system or remain separate.
- 2) Obtaining PY 1986 data from JTPA and 1986 graduation data from education in order to estimate the number of training and education graduates for the most recent year. Once the data is made available, it will be necessary to meet with NOICC staff who will provide technical assistance in developing a mechanism for comparing

program results and occupational demand data. The appropriate level of disaggregation will take technical constraints into account but should also consider MJC concerns.

- 3) Establishing and convening a technical advisory group of key information system people from the respective agencies in order to develop parameters and cost estimates for an integrated occupational information system. The major charge of this interagency advisory group will be developing a sophisticated technical capacity to collect training and placement data from major providers (vocational education, higher education, the JTPA system, DES, and others). This data will be crosswalked to allow the respective systems to speak with each other in a common language. Once the data is collected and crosswalking completed, analysis for statewide policy and planning purposes can take place.

The Management Information System (MIS) for training and employment will enable policy makers to assess issues such as the following: 1) do existing training resources meet the actual needs of Massachusetts employers, 2) are they located in the appropriate geographic areas, 3) what demographic groups are they serving, 4) what strategies best serve the needs of Massachusetts employers and workers.

The MIS system will be a powerful tool for integrating the planning process with the state's training and employment network. From a funding perspective, additional work will be required for more precise cost estimates and time frames. Developmental efforts related to automating information on employer name and address listings along with the structure of employment by industry and occupation have already begun. Once decisions are made about the system's common elements and comprehensiveness, a determination can be made about the necessary financial resources.

IX. Public/Private Financing

Over the past decade and a half, the Massachusetts training and employment system has increasingly incorporated the expertise, participation and financial support of the private sector. The quality of our programs has improved immeasurably because of these partnerships. The Massachusetts ET Choices program, the JTPA system, the Boston Compact, the Bay State Skills Corporation, the Division of Employment Security, to name just a few, have become national models of creativity, success and effectiveness. It is no coincidence that these programs involve the private sector in much of what they do.

As we look forward over the next decade toward the workforce needs of the next century, public/private partnerships in employment and training will become even more significant. At a recent National Alliance of Business conference, business leaders told their peers that employers will have to bear the largest costs of training for a competitive workforce. Given limited population growth and the increases in technological change, business leaders acknowledged that company-based education and training will become instrumental in our nation's efforts to maintain our competitiveness. One challenge in the coming years will be to coordinate the public and private training systems and create a seamless web of programs for all Massachusetts residents.

The first step in that process is coordinated policy development on the state level. The MASSJOBS Council will provide a forum where public and private members address financing and coordination issues in order to create a system which builds on the expertise and resources of both governmental and non-governmental representatives for the benefit of the entire Massachusetts economy. On the local level, the Regional Employment Boards will provide a similar forum.

The MJC shall undertake an extensive examination of what Massachusetts has done to date that has been successful and lay out an action plan for how best to proceed over the next two years. A sample of the kinds of issues the MJC should look at--cooperation as well as financing-- would include:

- creating an inventory which describes the many successful public private training and employment-related education partnerships that are already in place in this state and share this inventory with private companies across the Commonwealth. As we make companies more aware of the richness of the cooperative agreements already in place, we will be able to capture their interest and participation at a much greater level.
- developing a better understanding of the nature and extent of the corporate sector's training resources. Many companies have outstanding human resources programs, facilities and trainers. We need to inventory those resources and explore ways in which they can be made more available.
- encouraging groups to set aside a percentage of their profits or dues to support training and employment-related education endeavors of their choice. A number of employer associations and labor unions have done this

for some time through their extensive apprenticeship program. The American Electronics Association took a similar tact several years ago with their 2% solution. We could explore the feasibility of extending this concept into emerging and mature industries, and large and small companies.

- pairing schools and companies and associations across the Commonwealth to encourage long term, ongoing give and take.

A major focus for the MJC will be to examine current and future funding mechanisms to bring the needed resources into the entire training and employment-related education system. This analysis would include mechanisms such as:

- increasing state programs that utilize private matching funds (e.g. Bay State Skills Corporation, MASSJOBS Southeast)
- possible investment tax credits for business training expenses
- alternative uses of the Unemployment Insurance (UI) Trust Fund
- various legislative proposals that will be considered next year.

Massachusetts has an enormous wealth of talent and creativity in both the public and private sector. The challenge and opportunity for our state is to bring these resources together and continue to build on the outstanding successes that we have created together.

X. Congressional Lobbying Strategy

We recognize the need for greater flexibility for states in the administration of federal job training and placement grants. Several areas have already been identified where congressional action is pending and where current federal restrictions prevent us from creating the array of services our citizens need. These areas include the worker readjustment (dislocated worker) portion of the trade bill, refinement of the JTPA allocation formula, alternative uses of UI trust fund monies, and welfare reform.

Under the aegis of the MASSJOBS Council, the Executive Office of Economic Affairs in conjunction with the Governor's Office of Federal/State Relations will develop and implement a strategy to increase state flexibility in administering federal job training funds. We will also examine the possibility of amending the Social Security Act to allow UI Trust Fund dollars to be used for training the potentially unemployed while protecting worker benefits. The four dimensions discussed below constitute the principal elements of a possible strategy for changing current federal law. Implementation of a similar strategy has begun on pending worker adjustment legislation to ensure that states have the maximum flexibility possible in programs for dislocated workers. The Executive Office of Human Services and the Department of Public Welfare are already taking the lead in strategies on pending welfare reform.

- A. The Massachusetts Congressional Delegation. Building on the work already begun, the Executive Office of Economic Affairs with the assistance of the Federal/State Relations will inform members of the Congressional delegation of our interest in making these changes to existing laws and regulations. The Governor and the Secretary will work closely with our members in Congress and their staffs. Massachusetts is fortunate to have in its Congressional delegation three members of the House Appropriations Committee, a member of the House Education and Labor Committee and the Chair of the Senate Committee on Labor and Human Resources. EOEA and Federal/State will provide whatever technical information or assistance any member of the delegation may need to advance our position in Congress. This could involve appointing a staff member from each of these agencies to coordinate this strategy through each step of the authorizing/appropriations process.

While working with the members of the Massachusetts Congressional delegation, EOEA and Federal/State staff will identify opportunities for appropriate state officials to present testimony before Congress on this issue. These opportunities would be available before the House Appropriations and Education and Labor Committees.

3. Working with Other States. The Office of Federal-State Relations has been most successful in affecting legislation when staff has sought the support of other similarly-minded states. There are literally scores of examples of how the Office has worked with other states to make changes in pending legislation, save existing programs, or increase spending levels. In this case, the Office will identify states which have a similar interest in

promoting greater state control and flexibility in the allocation of UI, JTPA, and other federal funds. The EOEA and Federal/State staff will meet with other state representatives with mutual interests and concerns to discuss and plan lobbying strategies. With the help of other interested states, we will be able to reach many more influential members of Congress who will be helpful in the various stages of this effort.

C. The National Governors' Association. In the past, the Federal/State Relations Office has worked effectively with the National Governors' Association (NGA) to advance the Commonwealth's position on a number of issues. These include a national tax enforcement program, ET, national housing policies and acid rain, to name a few.

Presently, Federal/State and EOEA staff are members of the NGA UI Trust Fund Working Group. The NGA also maintains a Subcommittee on Employment and Training. As a member of the NGA Committee on Human Resources, Governor's staff and state officials participate in a wide range of activities relating to employment and training.

A proven method of highlighting an issue has been for the governor to introduce a policy resolution and propose debate by the appropriate NGA Standing Committee and adoption by all the governors. An NGA policy calling for a more substantial state role in the allocation of JTPA funds and more creative job training funding through the UI Trust Fund would elevate the discussion and give our Congressional backers a clear indication of the Governors' stance on this issue.

D. Other National Organizations. In addition to the NGA, the EOEA and Federal/State Office should identify and contact other interested national organizations on this issue. These associations might include the National Conference of State Legislatures, the Council of State Governments, and the Interstate Conference of State Employment Agencies. In the past, such collaborations have led to sustained funding and support for the Work Incentive Program, the major federal funding component of the ET program.

APPENDIX A:
TABLE 1
SERVICE-PRODUCING VS. GOODS-PRODUCING SECTOR
EMPLOYMENT GROWTH, 1984-1995

Service-producing sectors:

| | Employment | | Change | | Share | |
|---------------------------|-------------------|------------------|----------------|-------------|--------------|-------------|
| | 1984 | 1995 | Net | % | 1984 | 1995 |
| Services | 907,150 | 1,135,100 | 227,950 | 25.1 | 31.8 | 34.4 |
| Wholesale & Retail Trade | 656,050 | 771,550 | 115,500 | 17.6 | 23.0 | 23.4 |
| Finance, Insurance & R.E. | 179,000 | 207,950 | 28,950 | 16.2 | 6.3 | 6.3 |
| Government | 176,500 | 176,850 | 350 | 0.2 | 6.2 | 5.4 |
| Trans., Comm. & Utilities | 144,900 | 154,550 | 9,650 | 6.7 | 5.1 | 4.7 |
| Total | 2,063,600 | 2,446,000 | 382,400 | 18.5 | 72.4 | 74.2 |

Goods-producing sectors:

| | | | | | | |
|--------------------------|------------------|------------------|----------------|-------------|--------------|--------------|
| Manufacturing | 672,300 | 710,700 | 38,400 | 5.7 | 23.6 | 21.5 |
| Construction | 95,900 | 123,050 | 27,150 | 28.3 | 3.4 | 3.7 |
| Agriculture & Mining | 17,550 | 19,300 | 1,750 | 10.0 | 0.6 | 0.6 |
| Total | 785,750 | 853,050 | 67,300 | 8.6 | 27.6 | 25.8 |
| TOTAL ALL SECTORS | 2,849,350 | 3,299,050 | 449,700 | 15.8 | 100.0 | 100.0 |

SOURCE: Massachusetts Division of Employment Security, Industry and Occupational Projections, 1984-1995.

APPENDIX A:
TABLE 2
MASSACHUSETTS JOB GROWTH: INDUSTRIES WITH LARGE ABSOLUTE CHANGE

These industries will generate 56% of the job growth:

| | <u>Employment Growth 1984-1995</u> | <u>% of Total Employment Growth</u> |
|---|--|---|
| All Industries | 449,700 | |
| Eating and Drinking Places | 51,750 | 11.5 |
| Other Business Services ¹ | 34,750 | 7.1 |
| Office, Computing Machinery | 31,850 | 7.1 |
| Computer and Data Processing Services | 30,250 | 6.7 |
| Electronic Components and Accessories | 27,450 | 6.1 |
| Elementary and Secondary Schools | 18,000 | 4.0 |
| Nursing and Personal Care Facilities | 17,200 | 3.8 |
| Hospitals | 15,800 | 3.5 |
| Communications Equipment | 12,200 | 2.7 |
| Services to Dwellings and Other Buildings | <u>10,950</u> | <u>2.4</u> |
| | 250,200 | 55.6% |

These 12 industries will account for an additional 19% of job growth:

| | <u>Employment Growth 1984-1995</u> | <u>% of Total Employment Growth</u> |
|--|--|---|
| Individual and Family Social Services | 8,956 | 2.0 |
| Wholesale Trade, Machinery and Equipment | 8,100 | 1.8 |
| Misc. Shopping Goods | 7,950 | 1.8 |
| Legal Services | 7,800 | 1.7 |
| Offices of Physicians | 7,800 | 1.7 |
| Personnel Supply Services | 7,650 | 1.7 |
| Accounting Services | 6,750 | 1.5 |
| Outpatient Care Facilities | 6,700 | 1.5 |
| Engineering and Architectural Services | 6,550 | 1.5 |
| Real Estate Agents and Managers | 6,150 | 1.4 |
| Plumbing-Heating-Air Conditioning-Construction | 6,100 | 1.4 |
| Electrical Work-Construction | <u>6,000</u> | <u>1.3</u> |
| | 86,500 | 19.3 |

SOURCE: Massachusetts Division of Employment Security, Industry and Occupational Projections, 1984-1995.

¹Includes research and development laboratories; management, consulting and public relations services; and commercial testing laboratories.

APPENDIX A:
 TABLE 3
 INDUSTRIES WITH LARGE RELATIVE CHANGE

Eight out of ten fastest growing industries are in Services:

| | <u>% Change</u> <u>1984-1995</u> |
|--|-------------------------------------|
| All Industries | 15.8% |
| Computer and Data Processing Services | 108.6 |
| Outpatient Care Facilities | 82.2 |
| Osteopathic and Other Health Offices | 75.0 |
| Misc. Electrical Equipment and Supplies ² | 64.9 |
| Accounting, Auditing and Bookkeeping | 62.2 |
| Other Business Services | 61.7 |
| Services to Dwellings and Other Buildings | 57.3 |
| Residential Care | 55.4 |
| Office, Computing Machinery | 54.2 |
| Medical and Dental Laboratories | 50.6 |

Major Rapidly Declining Industries:

| | <u>% Change</u> <u>1984-1995</u> |
|--------------------------------|-------------------------------------|
| Textile Mill Products | -27% |
| Food and Kindred Products | -21 |
| Primary Metal Industries | -16 |
| Misc. Manufacturing Industries | -16 |
| Fabricated Metal Industries | -14 |
| Apparel and Textile Products | -12 |

SOURCE: Massachusetts Division of Employment Security, Industry and Occupational Projections, 1984-1995.

²Includes radiographic, fluoroscopic and therapeutic X-Ray apparatus.

APPENDIX A:
TABLE 4
PROJECTED JOB GROWTH
BY OCCUPATIONAL CATEGORY, 1984-1995

| <u>Occupational Category</u> | <u>Employment</u> <u>1984</u> | <u>Employment</u> <u>1995</u> | <u>Net Change</u> | <u>Share of Total Job Growth</u> |
|-------------------------------|----------------------------------|----------------------------------|-------------------|----------------------------------|
| Professional and Technical | 637,270 | 796,270 | 159,000 | 33.9 |
| Managers | 269,850 | 321,640 | 51,790 | 11.0 |
| Sales | 292,940 | 350,430 | 57,490 | 12.3 |
| Clerical | 567,480 | 626,360 | 58,880 | 12.5 |
| Service | 465,310 | 571,550 | 106,240 | 22.6 |
| Craft | 287,370 | 327,400 | 40,030 | 8.5 |
| Operatives | 351,330 | 346,280 | -5,050 | - |
| Laborers | 92,170 | 94,180 | 2,010 | 0.4 |
| Farm Workers | <u>9,090</u> | <u>7,920</u> | <u>-1,170</u> | - |
| Total, All Occupations | 2,972,790 | 3,442,030 | 469,240 | |

SOURCE: Massachusetts Division of Employment Security, Industry and Occupational Projections, 1984-1995.

APPENDIX A:
TABLE 5

These 22 occupations account for 50 percent of the job growth, 1984-1995:

| | <u>Net Change</u> |
|---|-------------------|
| Salespersons, Retail Trade Services | 22,300 |
| Janitors, Porters and Cleaners | 17,670 |
| Registered Nurses | 16,030 |
| Electrical and Electronic Engineers | 14,790 |
| Waiters and Waitresses | 14,560 |
| Secretaries | 12,450 |
| Cashiers | 12,210 |
| Computer Programmers | 11,850 |
| Electrical and Electronic Technicians | 11,800 |
| Computer Systems Analysts, EDP | 11,700 |
| Accountants and Auditors | 10,250 |
| Wholesale Trade Sales Workers | 10,100 |
| Guards and Doorkeepers | 9,590 |
| Nurses' Aides and Orderlies | 9,200 |
| Fast Food Preparation and Service Workers | 8,590 |
| General Office Clerks | 8,290 |
| Teachers, Preschool and Elementary | 8,110 |
| Kitchen Helpers | 7,480 |
| Computer Operators | 5,040 |
| Lawyers | 5,040 |
| Electrical and Electronic Assemblers | 4,410 |
| Automotive Mechanics | 4,020 |
| | <hr/> |
| | 235,480 |
| | 50% |

These 12 occupations account for an additional 9% of total job growth:

| | <u>Net Change</u> |
|-----------------------------------|-------------------|
| Social Workers | 3,910 |
| Store Managers | 3,900 |
| Truck Drivers | 3,740 |
| Restaurant Managers | 3,660 |
| Sales Workers, Manufacturing | 3,580 |
| Physicians | 3,430 |
| Stock Clerks | 3,400 |
| LPNs | 3,400 |
| Carpenters | 3,390 |
| Computer Service Technicians | 3,390 |
| Bookkeeping and Accounting Clerks | 3,280 |
| Mechanical Engineers | 2,830 |
| | <hr/> |
| | 41,910 |
| | 9.0% |

SOURCE: Massachusetts Division of Employment Security, Industry and Occupational Projections, 1984-1995.

APPENDIX A:
TABLE 6
FASTEAST GROWING OCCUPATIONS
1984-1995

| | <u>Employment</u> | <u>Net</u> | <u>Percent</u> |
|--|-------------------|-------------|----------------|
| | <u>1984</u> | <u>1985</u> | <u>Change</u> |
| Paralegals | 1,880 | 3,820 | 1,940 |
| Computer Service Technicians | 3,360 | 6,750 | 3,390 |
| Computer Systems Analysts, EDP | 14,450 | 26,150 | 11,700 |
| Computer Programmers | 15,800 | 27,650 | 11,850 |
| Medical Assistants | 1,720 | 2,790 | 1,070 |
| Electrical & Electronic Engineers | 24,930 | 39,720 | 14,790 |
| Electrical & Electronic Technicians | 21,140 | 32,940 | 11,800 |
| Computer Operators | 9,100 | 14,140 | 5,040 |
| Travel Agents | 2,840 | 4,180 | 1,340 |
| Office Machine & Cash Register Servicers | 1,140 | 1,640 | 500 |
| Peripheral EDP Equipment Operators | 2,170 | 3,120 | 950 |
| Guards & Doorkeepers | 21,960 | 31,550 | 9,590 |
| Physical Therapists | 1,810 | 2,540 | 730 |
| Home Health Aides | 4,700 | 6,450 | 1,750 |
| Lawyers | 13,750 | 18,790 | 5,040 |
| Occupational Therapists | 880 | 1,190 | 310 |
| Securities & Financial Sales Workers | 5,920 | 8,010 | 2,090 |
| Accountants & Auditors | 29,540 | 39,790 | 10,250 |
| Physicians' Assistants | 990 | 1,330 | 340 |
| Industrial Engineers | 6,340 | 8,490 | 2,150 |

SOURCE: Massachusetts Division of Employment Security, Industry and Occupational Projections, 1984-1995.

ESTIMATED FUNDING LEVELS - TRAINING, EMPLOYMENT-RELATED EDUCATION, & PLACEMENT PROGRAMS **Page 1**
DECEMBER 1987

| AGENCY/SECRETARIAT | PROGRAM | POPULATION SERVED | FY 88 FUNDING (\$) |
|---|--------------------------------------|---|-------------------------------|
| Executive Office of Labor | Apprenticeship Labor | Youth | \$ 575,955 |
| Executive Office of Economic Affairs | Workplace Education | Employed Persons Needing Basic Literacy Skills | 300,000 |
| Job Training Partnership Act | Low-Income Adolescents and Adults | | 39,300,000 |
| Division of Employment Security | General Population | | 22,239,394 |
| Bay State Skills Corporation | General Population | | 1,862,500 |
| Displaced Homemaker Program | Women Re-entering the Work Force | | 862,000 |
| COERS | Ex-Offenders | | 853,689 |
| Industrial Services Program | Displaced Workers | | 6,349,950 |
| Minority Employment Initiative | Minorities | | 1,000,000 |

Individual program funding totals represent direct federal and state program appropriations only. The totals do not reflect any additional funds received from interagency agreements.

| AGENCY/SECRETARIAT | PROGRAM | POPULATION SERVED | FY 1988 EUNDING (\$) |
|---|---|---|-------------------------|
| Department of Education | Adult Basic Education | Adults | 6,917,817 |
| | School to Work | Adolescents | 1,750,000 |
| | Vocational Education | Youth | 19,231,250 |
| | Apprentice-related | Youth | 430,177 |
| Board of Regents of Higher Education | Community Colleges Certificate Programs | Older Youth and Adults | 4,500,000 |
| | Aid to the Disadvantaged Programs | Disadvantaged Students | 2,958,284 |
| | Supportive Services | Public Housing Residents | 3,038,636 |
| Executive Office of Communities and Development | Commonwealth Service Corps. | Primarily Public Housing Residents | 576,000 |
| Gateway Cities | Refugees/Immigrants | Refugees/Immigrants | 2,596,671 |
| Community Service Employment Program | Low-Income Persons over 55 Years of Age | Low-Income Persons over 55 Years of Age | 1,542,821 |
| Executive Office of Elder Affairs | Ellder Service Corps. | Low Income Persons | 340,000 |

AGENCY/SECRETARIAT

PROGRAM

POPULATION SERVED

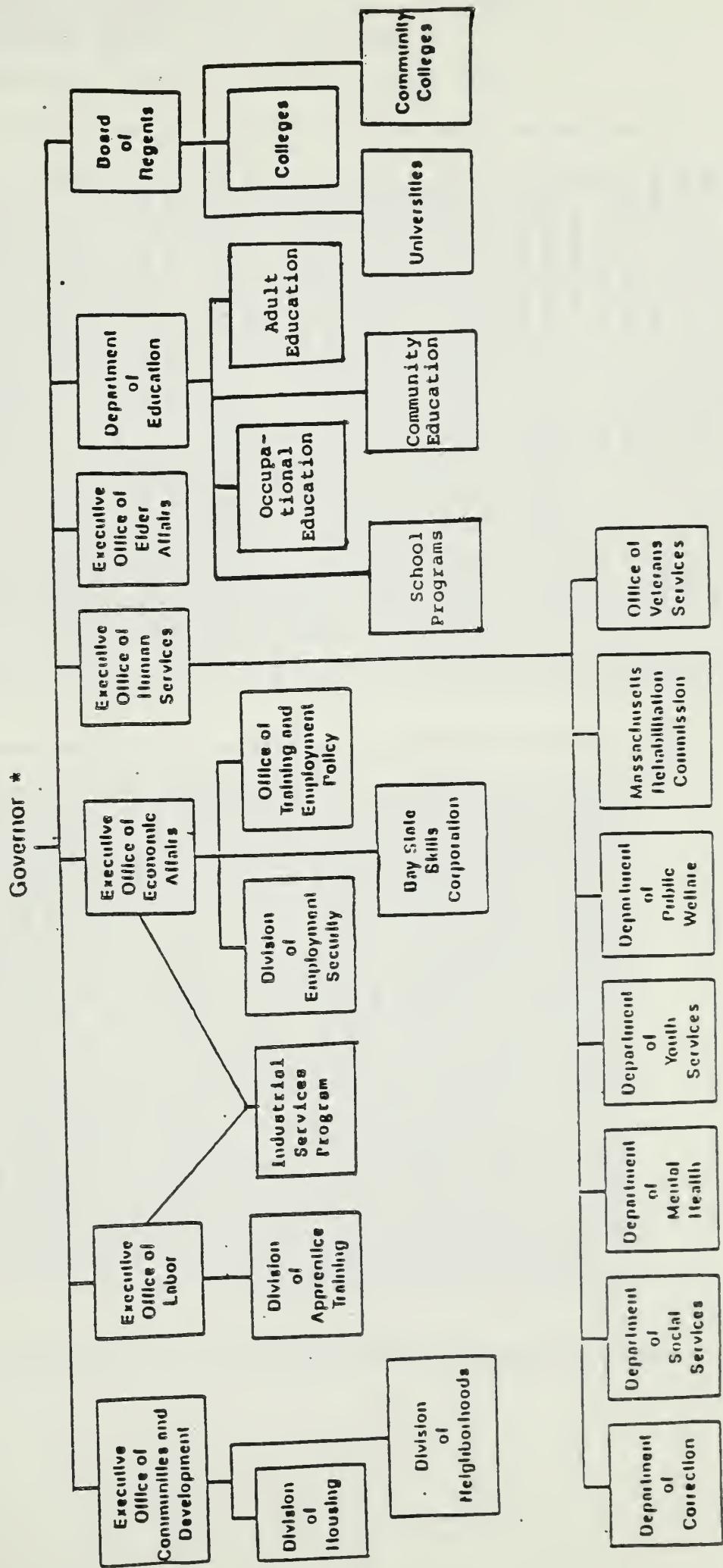
FY 1988
ENDING (\$)

Executive Office of
Human Services

| | | | |
|---|---|---|-------------|
| • Mass. Office for Refugees & Immigrants | Vocational Education | Refugees | 2,795,000 |
| • Massachusetts Commission for the Blind | Vocational Rehabilitation | Legally Blind Adults | 5,296,569 |
| • Massachusetts Rehabilitation Commission | Vocational Rehabilitation, Supported Work for the Retarded, Extended Employment | Physically or Mentally Handicapped Adults | 41,958,700 |
| • Department of Youth Services | Vocational Education | Juvenile Offenders | 500,000 |
| • Department of Public Welfare | Employment and Training, Day Care | General Relief, Welfare and Food Stamp Recipients | 86,592,000* |
| • Department of Social Services | Job Counseling | Low-Income Adolescents | DNA |
| • Department of Mental Health | Voucher Day Care | Welfare Recipients | 4,000,000 |
| • Department of Correction | Vocational Training and Supported Work | Mentally Ill Adults | 3,500,000 |
| • Department of Mental Retardation | Vocational Education | Offenders, | 4,257,205 |
| • Veterans Services Commission | Supported Work, Sheltered Employment | Mentally Retarded Adults | 14,511,138 |
| • JTPA - Title IV-C | Veterans & Dependents | | 416,608 |

* This figure reflects the Title Four C program introduced during FY 88.

MASSACHUSETTS TRAINING AND EMPLOYMENT SYSTEM



* Includes Governor's Offices of Economic Development, Education, and Human Resources

FY 88 BUDGET LANGUAGE RELATIVE TO THE SUBMISSION
OF THIS REPORT TO THE LEGISLATURE

(Chapter 199, Section 112 of the Acts of 1987)

26 training and placement programs, 3) to
27 identify existing administrative obstacles to
28 the comprehensible system described
29 above, and 4) to recommend statutory and
30 other changes needed to effect improve-
31 ments in the existing system.

32 A report of the committee shall be filed
33 with the joint committee on commerce and
34 labor and the house and senate committees
35 on ways and means by December thirty-first,
36 nineteen hundred eighty-seven and shall, at
37 a minimum, address the following issues: (1)
38 identification of a permanent vehicle for
39 policy coordination of job training and
40 placement programs; (2) resources needed
41 to develop a job training and placement data
42 collection system capable of producing
43 useful management information statistics;
44 (3) a proposal to simplify the job training and
45 placement activities of state and local
46 programs to provide easy access to pro-
47 grams for employers and prospective
48 employees; (4) identification of the respec-
49 tive roles of the JTPA system and the division
50 of employment security in a restructured job
51 training and placement system; (5) identifi-
52 cation of a means by which the job training
53 activities of public education institutions,
54 both secondary and post secondary, can
55 better meet the needs of the job placement
56 system administered by the executive office
57 of economic affairs; (6) a proposal for
58 establishing permanent partnerships with
59 Massachusetts employers and state labor
60 councils in the formation of job training and
61 placement policies; (7) a strategy to develop
62 public-private partnerships to finance job
63 placement and training activities in the
64 future; and (8) a strategy to encourage the
65 federal government to allow more flexibility
66 at the state level in the use of federal job
67 training and placement funds.

Employment and Training

1 A special job training and
2 placement planning committee, co-chaired
3 by the secretary of economic affairs and the
4 governor's education advisor, and including
5 the chancellor of the board of regents of
6 higher education, the commissioner of
7 education, the secretary of labor, the
8 governor's education advisor, the secretary
9 of communities and development, and the
10 secretary of human services, or their design-
11 nees is hereby established. The goal of the
12 committee's deliberations shall be a compre-
13 hensible job training and placement system,
14 which targets the general economy, is
15 responsive to the needs of Massachusetts
16 businesses and job-seekers, provides accu-
17 rate and timely information, and coordinates
18 the activities of the state's job training and
19 placement programs. Specific tasks of said
20 committee shall be 1) to identify existing job
21 placement and training programs adminis-
22 tered directly or indirectly by state govern-
23 ment, 2) to identify common date elements
24 which are needed for comparative analysis
25 and for outcome measurement of all job





